

A STUDY OF THE FLANNER HOUSE PLAN OF URBAN
HOUSING DEVELOPMENT IN THE CITY OF
INDIANAPOLIS, INDIANA

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TABLE OF CONTENTS

Chapter	Page
I. INTRODUCTION.....	1
Purpose of this Study.....	2
Scope and Limitations.....	3
Method of Procedure.....	3
II. HISTORICAL BACKGROUND.....	4
Flanner House.....	4
The Housing Situation.....	8
Flanner House Homes, Incorporated.....	11
III. THE ACTUAL TRAINING PROGRAM AND METHODS.....	18
Proposed Plans.....	18
Construction Analysis.....	19
Time and Costs Budgets.....	22
IV. COMMUNITY DEVELOPMENT ASPECTS OF THE PROGRAM.....	27
V. SUMMARY AND CONCLUSIONS.....	32
BIBLIOGRAPHY.....	37

LIST OF TABLES

Table	Page
1. Abstract of Training Units.....	23
2. Estimated Training Budget.....	24
3. Flanner House Homes, Incorporated, Approved Capital Fund, April 23, 1947.....	25
4. Budget Time Chart, Flanner House Homes, Incorporated, for Year Beginning October 1, 1947.....	26

CHAPTER I

INTRODUCTION

Urban communities, faced with increased populations, have been confronted with many serious social problems, one of which was the development of sufficient housing. Everyone loses with bad housing in terms of efficiency, health, decency and initiative. So serious were such losses prior to 1937, that the United States Government took federal action to eliminate slum conditions and to develop housing facilities. This action led to the establishment of the Federal Housing Authority which has developed housing projects in many major cities of the country. Likewise, various private organizations have attempted to develop some housing facilities. The leaders of these organizations felt that home ownership has greater advantages for the betterment of the community, than the practice of renting.

One of the private organizations, which has attempted to develop housing, has been Flanner House, a social settlement of Indianapolis, Indiana. The plan of Flanner House involved the principles of "self-help" housing and was known as the "Flanner House Plan of Urban Housing Development." While this project was yet in its infancy, the author felt that a study of its methods and procedures might have some significance at this time. The idea of self-help is based upon the principle that people can live and work together

for the common good of all. It attempts to teach the individual to achieve his goals by his own efforts. Self-help has been used for many years in various phases of living such as health, shelter and food production. This philosophy helps the individual retain his self-respect while gaining both material and physical aid.

In seeking means by which to solve the existing housing shortage, self-help housing was one of the experiments employed. In a small mining town, near Uniontown, Pennsylvania, the American Friends Service Committee supervised a project in which a group of coal miners built a village of fifty houses. The miners in building these houses used a labor pool in which the individuals helped each other in the construction of the houses. This project was found to be very successful and the participating workers were able to build decent homes at a minimum of the usual cost.

Purpose of this Study

This study will attempt to determine the value and advantages of the theories and methods involved in a directed "self-help" housing program. The philosophy of the idea will be shown as well as the community organization techniques which were used in organizing the program. It is hoped that this method of helping people to become home owners will prove to be successful and hence more universally adopted.

Scope and Limitations

The study is limited to the Flanner House Plan of Urban Housing Development of Indianapolis, Indiana. Mention will be made of the plans of other cooperative communities for comparative purposes. The time covered was the period from 1937 to 1947. The study is further limited because actual buildings had not been completed and families housed.

Method of Procedure

The material for this study was obtained from published and unpublished material on the legal phase of the program. Interviews were held with the personnel of Flanner House and members of the community. Records and statistical reports were read. Interviews with personnel of the Indianapolis Redevelopment Commission were also held and the author had an opportunity to personally observe the plan in some of its formulation stages.

CHAPTER II

HISTORICAL BACKGROUND

Flanner House

Flanner House is located at the approximate center of the Negro population density for Indianapolis. This area has been termed, by United States Housing Administrator, the worse slum area in the country.¹ Within a fifteen block radius of Flanner House, approximately sixty-nine per cent of the total number of Negro families in the city lived. Thirty-nine per cent lived within a ten block radius and seventeen per cent lived within five blocks.

Physical facilities.---The main building of Flanner House was of the latest design and was quite adequate for the program which was performed. Designed on the one floor plan, the building was of the rambling type. The construction was done by contractors and volunteer workers. Used bricks were cleaned by members of the American Friends Service Committee and other interested persons. This building of Flanner House is an excellent example of the self-help idea.

Upon entering the building, there was a spacious lobby where there were exhibit cases, chairs and the switchboard and desk of the receptionist. Adjacent to the lobby was the employment office which had two desks and the other furniture

¹George Herbert Gray, Housing and Citizenship (New York, 1946), p. 135.

that was necessary. The building had a large all purpose room which was used for dining, dances and other activities which included large crowds. A nursery school was also in this building and several smaller rooms which were used for club groups and teen-age activities. On this floor too, all of the professional staff members had their private offices. There were adequate rest room facilities for the public plus a lounge for the professional staff. The furnishings of the building were modern and quite adequate for the program which was conducted.

The grounds were very spacious but had not been provided with outdoor playground equipment, excepting a private space which was reserved for the nursery school children and had the latest equipment necessary for their needs.

The Herman Morgan Health Center was the result of an amazing piece of community teamwork plus the utilization of community organization techniques. Recognizing the need for an adequate health center in the area, the City Board of Health and Hospitals, the City Council, the Indianapolis Foundation, the Federal Works Agency, the Childrens Bureau, the State Board of Health and Flanner House cooperated in building the health center for the people in that community. This center attempted to prevent diseases and to teach good health habits.

The facilities of the center were of the most modern design and the equipment was more than adequate for the services which were rendered. There were examination rooms,

x-ray rooms, offices for both permanent and part-time staff members, both medical and dental facilities, an auditorium which was planned for movies, exhibits, demonstrations and parties. On the stage of the auditorium was a complete kitchen unit which was for the use of the dietitian in teaching the preparation and selection of correct foods. There was a complete pharmaceutical laboratory which was designed to make it easier for the clients to receive medicines. The health center was designed for assuring the community of the most complete clinical services available.

Staff and personnel.--Flanner House had a staff of fifty-five persons. In the general staff of the office, there were stenographers, clerks, a business manager, a bookkeeper, and a secretary to the executive. There were three social work divisions. These were Group Work, Community Organization and Case Work. Each had a departmental head and other workers. The nursery school had a case worker, a supervisor and regular teachers. There were supervisors and instructors in the vocational aids division which included the sewing, cooking, canning, and retailing departments. There were two receptionists, one for Flanner House and the other for the Health Center. All meals were served to the nursery school children and to the staff members at noon time. The staff of the kitchen included the dietitian, cooks and maids. In the health center, there was a medical director who was loaned

by the Childrens Bureau to set up this health center. He had a medical secretary, a medical social worker, a laboratory technician, a public health consultant, part-time physicians and dentists and nurses. There was a staff photographer who had charge of the publicity for both Flanner House and the Morgan Health Center. For the care and maintenance of the grounds and the buildings for both institutions, there is a complete maintenance staff.

Program and services.--Flanner House carried on a complete social settlement program. The services were divided into five major divisions. These were shelter, health, employment, food-clothing and group and personal activity. These units were listed under major topics such as Flanner House Homes, Incorporated; Health Clinic, Vocational Training, Self-Help Division, and Social Service.

Flanner House Homes, Incorporated attempted to provide the services of selecting building sites; allowing the individual to design his own home; assisting in the mass purchase of materials; providing the building equipment; teaching home maintenance and providing technical direction.

The Health Clinic attempted to teach the meaning of good health; to teach the prevention of disease; the care of the teeth; the essentials of maternal and child health and the availability of consultation services.

In Vocational Training the services were pre-employment vocational training; vocational guidance; job placement; adult

rehabilitation; refresher courses in manual skills and training within industry to meet certain defined needs.

The Self-Help Division offered help in food production by providing garden space and expert supervision; taught the preservation of food; operated a cannery with adequate instruction; taught the processes of food distribution by operating a cooperative grocery store which also included guidance in mutual retailing of food; operated a make-over shop and taught the preservation of clothing; taught needle work and the production of clothing.

The last division is that of Social Service which offered personal service and guidance; leisure time activities such as recreation, arts, crafts and drama; the services of a day nursery, parent education and club work for both young people and adults. All three phases of social work were noted as Community Organization included the neighborhood clubs and parts of Flanner House Homes, Incorporated; Case Work was seen in the nursery school and in certain instances of the teen-age clientele; and Group Work activities were available for all ages. In the total program of Flanner House was seen the concentrated effort to give individuals a sense of security, a sense of belonging and a sense of purposeful living.

The Housing Situation

Having offered the above services to the members of the Negro community in Indianapolis, for many years, Flanner House was made a grant of \$4,000.00 in 1937 by the Indianapolis

Foundation, for the purpose of making a complete social study of the Negro community. This study was known as the "Indianapolis Study" and was primarily a piece of research outlining the economic factors involving the Negro population of this city and a basic housing survey that set forth an accurate picture of life and housing conditions.

After the close of World War II, there was an acute housing shortage all over the country. This was not a new problem but it was very much increased by several factors, such as mass deterioration of existing structures; the increase in marriages and the expansion of plants and businesses.

"In the 1940 census, it was shown that fifty per cent of the houses in this country were in need of major repairs."¹ Because of the shortages of building materials, these houses could not be repaired and new ones could not be constructed. Families were forced to share houses which were originally designed for single family units. This overcrowding caused many social problems in these communities, one of which was slum areas. For purposes of clarification:

Slums are designated as residential areas (comprising one or more lots, city blocks or rural plots) in which the housing is so deteriorated (through poor upkeep ordinarily combined with obsolescence, age, depreciation or change in consumer demand) so sub-standard (owing to builders or owners ignorance of principles of construction, planning, equipment or hygiene or to the

¹Ibid., p. 136.

deliberate ignoring of such principles) or so unwholesome (owing to the narrowness of the streets, crowding of buildings upon the land or the proximity of nuisances such as the noxious factories, elevated railways, overshadowing warehouses, railroads, dumps, swamps, foul rivers or canals) to be a menace to the health, safety, morality and welfare of the occupants.¹

It is thought that slums constitute three great costs to the community. These costs are listed as Crime, Economic and Health, Disease and Mortality. They have been detrimental to the welfare of persons all over the country. The problem of income that is insufficient to pay for decent home surroundings is national in scope. The city of Indianapolis aware of its problem of housing created a Redevelopment Commission for the purpose of clearing the slum areas. This Commission was created in 1945, by a special act of the Indiana State Legislature. The function of this body was to buy, clear, and replatt the land of a slum area, and then to resell the land to private builders. Parts of this land which were not to be used for homes were to be utilized in the form of parks and playgrounds by the public.² A natural corollary to this plan of urban redevelopment was to replace the blighted areas with low-cost homes. Flanner House, made manifest its interest by establishing a revolving fund from

¹Albert Thompson, "The Origin of Slums" (Lecture delivered to class in Housing, Atlanta University School of Social Work, Atlanta, Georgia, March 5, 1948.

²Memoranda concerning the Further Development of the Flanner House Plan, p. 10 (Mimeographed.)

which Negro residents of the area could receive financial aid in acquiring new and decent places in which to live. The fund was begun by the pledges of several leading citizens of Indianapolis. There was a stipulation that the organization was to be non-profit and was to act as a supervisory agency to the self-help housing project. This plan was viewed as a practical effort to break the housing bottleneck. It was to provide housing for groups unable to enter the building market during an inflationary period. The plan encouraged a sense of local responsibility, which in time, should lessen the burden of Federal support.

At an institute, held at Flanner House in 1937, it was pointed out that the most pressing need, in the whole community, was adequate housing at prices which the people could afford. Housing was set as a definite and integral part of the Flanner House program of activities.¹

Flanner House Homes, Incorporated

In 1941, the Board of Directors of Flanner House decided to build a new plant in the heart of the area where there was the greatest housing need. At about the same time contacts were made with the American Friends Service Committee in order to solicit their aid in constructing both the new Flanner House and in the development of the self-help housing project.

¹Memoranda concerning the Further Development of the Flanner House Plan, op. cit.

These people had much experience in this type of work. At Penn Craft, a project of the Friends Service Committee, near Uniontown, Pennsylvania, a group of coal miners had built a village of fifty houses out in rolling farmland, using the labor pool idea.¹ It was hoped that the principles of Penn Craft could be used in a completely urban community.

This project of community development involved two problems: The construction of new houses and the full development of human potentialities of the families who make homes of the houses in which they live and who, together, form the basic units of the community. The prime purpose of Flanner House Homes, Incorporated, was to create a physical environment which would be favorable to enriching the lives of those families of low income to whom Flanner House was ministering.² The proposed approach is not new in its entirety; principally, it is a new combination of old ideas. It is assumed that the physical aspects of a house and community are important vehicles that lead personalities to development or to deterioration.

Another assumption is that twelve to twenty families form the maximum number in which the individual can find the fullest and most satisfying expression, in a group or neighborhood.

¹Roger William Riis and Webb Waldron, "Fortunate City," Survey Graphic, August, 1945, p. 54.

²Memoranda concerning the Further Development of the Flanner House Plan, op. cit., p. 14.

It was thought that the best method of developing the human personality and the community is by the individual working as a member of a complete group.

There are certain weaknesses in the system of production and merchandising, designed by the contractors and promoters, which strongly affect society. These weaknesses are:

A lack of unity and integration of production, the seasonal employment of labor, the confusion of the value of the house as a commodity and the lack of education of the consumer in the use and care of the house.¹

These weaknesses can be alleviated by the following points which must be carefully studied before being utilized. There must be an awareness, created, of the family and the community potentialities. The physical processes of construction must be integrated. Intelligent house and community consumers must be created. Construction must be planned so that seasonal employment is eliminated and there must be set up a yardstick of value, design and utility. A careful analysis of both the strong and weak points, which have been discovered, should result in a well organized construction company building large scale housing with a minimum of mistakes and errors.

The pilot group will work in cooperation with the Veterans Administration and the City School Board, wherein pre-employment training, will be given to World War II

¹Fred Reeves, "The Flanner House Approach to Housing" (Mimeographed.)

veterans, in the building trades. The trainees will have to be certified by the Veterans Administration in order to take the pre-employment training. These trainees also have to be accepted by the other members of the group for compatibility in group work and willingness to cooperate. Finally, they have to be acceptable to the screening device of the social service department of Flanner House, which will determine the evidence of needs, physical and mental equipment, necessary for the work.

The responsibilities of Flanner House Homes, Incorporated, in this program will be to:

1. Supply land, equipment, working space and materials for the construction process.
2. Supply credit until the completion of the buildings in order to secure permanent financing.
3. Inspect all work as it progresses to see that it meets all build-code requirements and specifications, withholding further credit until this is done.¹

It is hoped that this plan will provide pre-employment training to veterans who are unable to secure this training in these phases of construction because of various reasons, such as, lack of finance, time and opportunity. These acquired skills should give these veterans marketable assets after finishing the course. In developing men with these skills, the community will profit as these same men will help

¹Memoranda concerning Further Development of the Flanner House Plan, op. cit., p. 12.

and encourage other citizens, at a later date, to build, alter or maintain their homes on a self-help basis over an extended period.

This pilot group will prove to the community and city that home ownership for Negroes and the training in the building trades, within the Negro city of 60,000 is a valuable asset for the development, maintenance and improvement of Negro property.¹

The Flanner House Homes, Incorporated, undertaking, being a material development, must of necessity operate from a capital base and on a scale that is in keeping with present day standards of efficient operation. Purchases are to be made in a quantity wherein maximum saving may be accomplished and modern equipment adaptable to self-help housing construction may be provided.

This operation will also necessitate construction on a mass basis, using the best available materials and the latest equipment in order to build a permanent type of structure which requires a minimum of maintenance.

At Flanner House, only a few blocks from the redevelopment site, there is a car siding and a small shop building. By enlarging the building and by doing the preliminary work of construction, here, time, lost because of weather conditions, would be saved.

Community organization, such as is described above, will be used in forming the construction program. This arrangement

¹Ibid.

makes it possible for the planning of homes in groups of ten to twenty at one time. This system also provides a convenient outlet for education in the building trades, financial systems, the building values, home and site planning and property maintenance. Thus clients are provided on the same basis as the purchasing and construction are done.

There will be a legal instrument, guaranteeing protection for the investments made with Flanner House Homes, Incorporated, and assuring the completion of all buildings on schedule, drawn between the builder and the corporation. In the event that there are any funds accumulated over and above the original investment, this money will be used for the improvement of the community from which it came.

An abstract of the training program and units will be discussed in chapter III.

On the following page is a chart which illustrates the divisions of Flanner House and their relation.

FLANNER HOUSE

Staff Coordinated Leadership for Community Development

SHELTER	HEALTH	EMPLOYMENT	FOOD-CLOTHING	GROUP AND PERSONAL ACTIVITY
Flanner House Homes, Inc.	Health Clinic	Vocational Training	Self-Help Divn.	Social Service
Building Site Individually Designed Homes Mass Purchase Of Materials Building Equipment Technical Direction Home Maintenance	Learn What Good Health Is and How Disease Is Prevented How Teeth Are Preserved Who, How, and Where Consultation Is Offered Essential Nature of Maternal and Child Health	Preemployment Vocational Training Vocational Guidance Job Placement Adult Rehabilitation Refresher Courses In Manual Skills Vestibule Training Within Industry to Meet Defined Needs	Food Production Food Conservation Cannery Food Distribution Mutual Mutual Food Retail Clothing Preservation Remake Work Clothing Production Sewing Classes	Parent Education Day Nursery Personal Service and Guidance Club Work Leisure Time Activities: Recreation, Arts, Crafts, Drama

17

COMMUNITY GROUPS OF 12 TO 20 FAMILIES

The five divisions of Flanner House working as a unit, pour into small compatible groups technical information and leadership needed to create a TRUE community. Purpose is to PREVENT rather than to CURE misguided individuals, crime, disease, and other ills arising from overcrowded, blighted areas. Thus, an all out effort is made to give individuals a sense of security, a sense of belonging, a sense of purposeful living. Self determination of both the individual and the group within the frame work is to be paramount. For larger undertakings the group may pyramid their organizations.

CHAPTER III

THE ACTUAL TRAINING PROGRAM AND METHODS

Proposed Plans

The proposed cooperative training program of Flanner House was, at first, developed with the idea of using veterans, because it was known that only veterans would have priority in obtaining materials and training. Since there is still a continued shortage in housing facilities, the use of these veterans is more important now than it was before. As mentioned before, the program is designed to provide persons of low income with a demonstration that people of modest means, by self-help, can improve, alter, maintain and/or construct, in a reasonably large manner, homes which will meet their needs, and at the same time will not foredoom the area which has been so developed that it will become a slum within ten or twenty years.¹

It further proposes to determine ways and means, including space, equipment, personnel and facilities, to develop this form of Adult Education which is directed toward meeting the needs of the people as they are found in this community.

The scope of the training will include an orientation program which will consist of vocabulary training, the care

¹Ibid.

and the manipulation of tools and equipment, general information on materials and processes. There will be guidance and counselling in human relation problems which may come up during the execution of the program.

It is intended in the course to create learning situations which are identical to work as actually done on the job. Toward this end, it is necessary that rigid requirements for teaching personnel be established. Class work and construction work shall be operated as an articulated whole.

Flanner House proposes to provide or make accessible heavy equipment, space and supervision, together with all information necessary to carry out the program. Educational and personal guidance including counselling services to the trainees and their families will also be provided.

Construction Analysis

The job analyses for construction purposes are based on the blue prints and specifications of the proposed typical house prepared by the office of Hilyard Robinson, architect. There are nine units in the total analysis. These are layout and excavation; drain and concrete, work footing and floors; foundation and walls, dampproof; structural carpentry and roofing; finish carpentry and mill work; plastering, floor tile and wall tile; decorating and painting; plumbing work and electrical work. The analysis contains the following items which are based on the average two bedroom house: the quantity of material needed for each unit; the number of experienced

man hours necessary; the unit of measurement for each job; the number of students in each gang of workers; the number of student man hours necessary; the type of supervision required; the number of hours required of the supervisor; the time needed for each unit and the cumulative number of hours for the total house. These charts are very detailed and are designed to insure the successful construction of these houses according to scale. In following the charts, the teachers and skilled workers will be able to guide the construction with a minimum of loss of time and material.

In this type of training program, it was hoped that this pre-employment training would be of great benefit to the trainees. Each man would be given the opportunity of understanding all of the areas of work and at the same time enable him to find that area in which he would be most proficient.

The aim of this program was to train men to build houses for low income groups. The purpose of the program was specific and did not include a broad area. Table 5 is a summary of the proposed operations. The code descriptions were listed as follows:¹

<u>CODE</u>	<u>DESCRIPTION</u>
1-T	First teacher used - Technical services-intense blue print reading-experienced in

¹"Preliminary Training Analysis for Teaching Purposes," p. 12 (Mimeographed.)

laying out, building from lot lines, setting grades, etc., supervisor of excavation - preferably an experienced contractor or engineer.

- 4-C Fourth teacher called into service for reasonable period. An experienced carpenter.
- 2-B Second teacher - an experienced bricklayer with experience in footings and concrete floor work.
- 3-C Third teacher - an experienced carpenter, skilled in framing buildings and working structural timber, etc.
- 4-CB Fourth teacher - an experienced carpenter skilled in finished carpentry, millwork and cabinet work.
- 5-P Fifth teacher - an experienced plasterer with experience in wall tile and floor tile.
- 6-D Sixth teacher - an experienced decorator skilled in exterior and interior painting and wall papering.
- 7-PL Seventh teacher - an experienced licensed plumber.
- 8-E Eighth teacher - an experienced licensed electrician.

It was hoped to utilize movies and materials from the Army Service Training Program and from manufacturers. Included would be bulletins, classroom discussions and catalogues. The teacher would use the standard progress charts which were used by the Indianapolis School System in their Vocational Education Department.

Teachers and supervisors, for this training, must present job experience of not less than five years record and ability

in trades, along with those pre-requisites in vocational training.

Time and Costs Budgets

On the basis of percentages, the analysis of costs of groups of twenty men would be as follows:

Supervision.....	4.6
Instructional Wages.....	48.2
Instructional Supplies.....	21.6
Rent on Equipment.....	6.9
Contingent.....	6.6

The total budget for the group of 180 men would be \$24,290.00 and would be divided into four periods. The groups would be staggered with new men being accepted at the beginning of each quarter. At the end of the fourth quarter, there would be a total of 180 men. The total capital outlay would be \$17,000.00. The operating capital would be totaled at \$83,000.00. These totals, together with a shrinkage fund of \$20,000.00 would make a grand total of \$120,000.00.

Each trainee was supposed to put the same number of hours on other houses as he received on his own. The total number of hours was kept and each man had the same privileges and opportunities as the next. This plan was supposed to reduce the high costs of labor and materials in house construction and at the same time assure decent low cost homes for the person of low income.

These budget estimates are included in tables numbered 1, 2, 3, and 4.

Based on quantity surveys of the proposed "Type A" house presented to the Flanner House Homes, Incorporated by Hilyard Robinson's Office, and an analysis of materials and needs for construction the following training program is recommended:

TABLE I
ABSTRACT OF TRAINING UNITS

Units	Description	Time in Hours		
		Minimum		Maximum
1	Layout, Grading and Excavation	135	-	178
2	Drainage, Concrete Floors and Footing	200	-	250
3	Foundation, Wall and Damp-Proofing	350	-	500
4	Structural Carpentry and Roofing	400	-	550
5	Finished Carpentry and Mill Work	300	-	365
6	Plastering, Wall Tile and Floor Tile	300	-	400
7	Decorating, Painting and Wall Paper	200	-	237
8	Plumbing and Heating	100	-	100
9	Electrical Work	100	-	100
Total Hours		2085	-	2680

It will be observed that in the description of the unit training program, considerable range of latitude of the teaching hours is provided. It is expected that the first house, or the first few houses, will involve the maximum, but that the last house, or last few houses will involve the minimum, because of improved efficiency of skills received from the training program.

TABLE 2
ESTIMATED TRAINING BUDGET

	First Quarter	Second Quarter	Third Quarter	Fourth Quarter	Total	Percentage
ENROLLMENT	20	40	60	60	180MXQ	
Supervision	\$ 280.00	\$ 280.00	\$ 280.00	\$ 280.00	\$ 1,120.00	4.6
Instruction - Wages	1,800.00	2,700.00	3,600.00	3,600.00	11,700.00	48.2
Instruction - Supplies	900.00	1,350.00	1,500.00	1,500.00	5,250.00	21.6
Rent on Equipment	280.00	280.00	560.00	560.00	1,680.00	6.9
Maintenance, Operating Repairs	360.00	540.00	720.00	720.00	2,340.00	9.6
Rent on Building	150.00	150.00	150.00	150.00	600.00	2.5
Contingent	400.00	400.00	400.00	400.00	1,600.00	6.6
Totals	\$4,170.00	\$5,700.00	\$7,210.00	\$7,210.00	\$24,290.00	100.0

TABLE 3

FLANNER HOUSE HOMES, INCORPORATED
APPROVED CAPITAL FUND
APRIL 23, 1947

Capital Outlay

Shop Equipment.....	\$ 4,800.00
Field Equipment.....	5,400.00
Office Equipment.....	800.00
Shop Building.....	<u>6,000.00</u>
Total Capital Outlay.....	\$ 17,000.00

Operating Capital

Inventory.....	\$ 10,000.00
Lot Sites.....	10,000.00
Construction Fund (20 Houses at \$3,000.00).....	60,000.00
Contingent Fund.....	<u>3,000.00</u>
Total Operating Fund.....	\$ 83,000.00
Shrinkage Fund.....	<u>20,000.00</u>
Total Approved Capital Fund.....	<u>\$ 120,000.00</u>

TABLE 4

BUDGET TIME CHART PLANNER
HOUSE HOMES, INCORPORATED
FOR YEAR BEGINNING OCTOBER 1, 1947

Anticipated Fund Expenditure	Quarter 10/1/47 to 12/31/47	Quarter 1/1/48 to 3/31/48	Quarter 4/1/48 to 6/31/48	Quarter 7/1/48 to 9/30/48	Total For Year	Remarks
	Amount Total	Amount Total	Amount Total	Amount Total		
Capital Outlay Fund:						
Tools and Equip- ment	7,500	600	600	500		
Office Supplies and Equipment	600		100	100		
	8,100	600	700	600	10,000	
Operating Capital Fund:- Materials For Construction	18,000	14,000	30,000	12,300		
Administration and Overhead	1,850	1,850	2,500	2,500		
	19,850	15,850	32,500	14,800	83,000	
Shrinkage Fund: Indebtedness	8,950					
	8,950					
Grand Total For Year					8,950 101,950	

To this first quarter must be added costs of land and additions to shop building.

CHAPTER IV

COMMUNITY DEVELOPMENT ASPECTS OF THE PROGRAM

In studying the details of house construction there must also be a picture of the socio-economic phases. It is assumed that a well-developed community must have well-developed and well adjusted people living in it. Flanner House has set up six points of directing these families in their community construction. They are as follows:

1. Vocation and the needed training for attainment of such.
2. Health standards and the needed education.
3. Leisure time activities and the desired facilities.
4. Plans for children and child rearing education.
5. Plans for savings and supplements to the family income through self-help.
6. Cultural needs and ways of approaching such.¹

After setting up these desired essentials, there must be channels by which they may be attained. The personalities must be adjusted to the new position, specifying types of vocational courses, kind of medical treatment, physical setting and human contacts needed for leisure time and recreational activities, determining what cultural possibilities are available and the development of self-help activity to supplement and stabilize the family's economic situation.

¹Fred Reeves, op. cit., p. 11.

The size, shape, design and setting of all physical outlays are to be considered as vehicles facilitating the job of human and community development.

The groups selected are not to include more than twenty families. These families must choose to live next to each other and share in forming the atmosphere in which they want to live and rear their children. There must be common interest enough to form a lasting common bond. The members must choose and plan new home sites and their community under competent guidance. They must set up self-imposed community relations which they feel will make their community more livable. Homes should be planned to fit personal needs and designed to be in harmony with each other. And last, the group, as a unit, must construct homes and purchase home needs. The work will be carried on under the leadership of a community organization worker of Flanner House. This person must be one with natural leadership abilities, trained and experienced in community and home designing and able to develop new leadership within each organization.

All of the organizational work done by Flanner House is to be merely as a beginning aid for the sole purpose of facilitating and supporting families and community during the construction job. This aid is to be removed as soon as the families and the community become self-sufficient.

The five divisions of Flanner House work as a unit. They give to small compatible groups, technical information

and leadership needed to create the "true community."¹

The purpose of these units is to prevent, rather than to cure misguided individuals, crime, disease and other ills arising from overcrowded, blighted areas. An all out effort is made to give individuals a sense of security, a sense of belonging, a sense of purposeful living. Self-determination of both the individual and the group within the framework is to be paramount.

In the choosing of families of which the veterans groups are composed, there were the following steps which have been set up by Flanner House Homes, Incorporated. First, a coordinating committee, consisting of the heads of the divisions of Flanner House, accepts applications through a social worker who acts as the secretary of the committee. Secondly, this worker visits the homes of the applicants and makes appointments with the Health Center of Flanner House, for physical examinations for each member of the family. The third step called for worker to report the home visited and to send a copy to each member of the committee, together with a copy of the application. Appointments were then made for each member of the family to have interviews with a member of the committee so as to enable each Flanner House division to have an intimate understanding of family situations

¹Wayne McMillen, Community Organization for Social Welfare (Chicago, 1945), p. 30.

and needs. It is the duty of the secretary or social worker to follow through and see that these interviews are held. After this, the committee will meet and discuss the family in the light of all of the information which has been obtained and set up what it feels to be the family potential. The program is interpreted to the family by the social worker and the family is introduced to accepted activities. A chart of the procedure page twenty-five shows the structural relationships.

This plan is known as the "Family Plan" and there can not be any standardization of the plan. Each plan must be made to fit the individual family. A constant check is made on the progress of the family by the social worker who recommends changes in the program if necessary. When the committee is satisfied with the reports on the family, the family is then certified to Flanner House Homes, Incorporated. Such a committee approach and study of individual families should provide a substantial group of residents in the new homes. The individual families will have a greater similarity in economic status and social status. The agreements in these factors will contribute to the families abilities to work together and therefore lessen conflict.

Family Applies

Coordinating committee, through it's secretary, a social worker, sends family for physical examinations makes home visit.

Takes Physical Examination

Preliminary reports made by case worker and sent by committee. Appointments are made for interviews by each committee member.

Come in for interviews with staff

Coordinating committee meets analyzes, family needs and potentials, suggests assignments of each member of family to various Flanner House and outside activities.

<u>Father</u>	<u>Mother</u>	<u>Father and Mother</u>	<u>Children</u>
Vocational guidance furniture and repair	Mothers club Nutrition classes Clothing classes Home decoration Family budgets	Garden clubs Home construc- tion studies Home Finance Community organiza- tion	Nursery School, Boys and girls clubs Recreation activities

Follow up made by case worker and recommended changed made as occasion demands.

Certification to Flanner House
Homes Incorporated

Family Movement

-----F. H. Activities

CHAPTER V

SUMMARY AND CONCLUSIONS

In this study, the author attempts to trace the development of the self-help housing project of Flanner House, a social settlement house of Indianapolis, Indiana. One of the basic principles of community organization was noticed at the outset of the plan. This principle was that of discovering the need. There was a deplorable housing shortage and the fact was discovered in the survey made by Flanner House. Being interested in the problem, Flanner House attempted to interpret the need to the citizens of Indianapolis. The idea appealed to a few interested citizens and these persons contributed money to a fund needed to begin the planning. Having an interracial staff, including members of the Friends Service Committee, Flanner House solicited the aid of the Friends in planning the self-help housing project. The Friends had aided in the development of the same type of project in the mining section of Pennsylvania. This project was that of "Penncraft", whereas the people helped each other to construct homes of a permanent type, but at a much lower cost than possible under private auspices. It was hoped to apply the same principles of "Penncraft" to a completely urban area.

It was felt that some type of planning had to be done in order to help alleviate the lack of decent housing facilities. Heretofore, private concerns had made little effort to solve

the problem. There were instances of federal participation, but the city had refused to cooperate with federal agencies, in continuing these efforts.

In the area near Flanner House, there was a slum district, which had been called the 'worst slum area' in the United States. Having this in mind, Flanner House built its new building in the midst of the slums. It felt that being near the people whom it wished to serve, there would be built up a better understanding between Flanner House and its constituency.

Through the use of activities for the young people of the community and by the use of neighborhood clubs and adult activities, the people were slowly acclimated to a better way of living. Having created this desire for bettering standards of living, Flanner House was able to initiate the plan of self-help housing.

The idea of using veterans was influenced by the facility of obtaining training and finance through the federal government. Another factor causing this decision was the shortage of homes for these veterans. The veterans had been promised better homes and generally better ways of living and the country on the whole, had fallen down on the job.

Through the regular media of communication, the first group of men were contacted. Each group was to include twenty families and the first had the expected number. In visiting the meetings, the author was interested in learning

how the members planned to create a community according to their own specifications. Every detail was attended to in the planning and there was much evidence of wise and future thinking on the part of the veterans. They gave much thought to the choosing of their future neighbors. Members, who were felt to be incompatible or undesirable, were carefully and tactfully dismissed. The members thought of the possibilities of establishing new businesses in their community which would be assets.

The meetings were very spirited and the discussions gave evidence of clear and concise thinking. A community organization worker from the staff of Flanner House was assigned to meet with the group along with the director of the self-help division. This worker was to aid in soliciting the help of all available resources in the city.

At the beginning of the plan, there was opposition from the established real estate concerns and from persons in the community to whom the opposition had carried rumors. Influential citizens, who were very much interested in the plan helped to overcome the objections of the big business men and the task of quelling the rumors among the citizens of the community was left to the members of the project and the community organization workers. The effects of these rumors were very far reaching in the work of the neighborhood clubs. In recruiting new members and in regaining some of the old ones, the author, who happened to be working in this field

at the time, had to interpret the whole idea and program of the Indianapolis Redevelopment Commission to the persons and eventually had to have the director of Flanner House speak before one of the clubs in order to alleviate their fears. The rumors were to the effect that the people would be forced from their homes and that the city would condemn every house in the area. There were instances of persons, falsely representing themselves as being from Flanner House, going to homes in the community and asking how much the owner would ask in selling to Flanner House. Eventually, these rumors were proven false and the attitude of the community changed from opposition to assent.

There was to be a case worker used in the screening out process of selecting the members and also to follow up in preparing the family for full participation in this type of community.

Up to February 1, 1948, the plans had all been made but the program had reached a standstill. This was due to the hesitation of a member of the Indianapolis School System. This member would not approve the training program as it was planned. As mentioned before, this training program had to be approved by both the Indianapolis School Board and the Veterans Administration. For reasons never fully explained, this member would not give this approval. This is a major hindrance, as the program is ready to go into effect as soon as the approval is given.

All other problems were solved as they arose. In the

matter of labor, the use of licensed and skilled workers as teachers would eliminate any dissent in this respect.

If this program is completed, it will be a major development in the overall problem of housing. The problem is national in scope and is directly related to the general welfare of the entire country. Heretofore, there has not been much effort at adopting and adhering to a policy of replacing housing that should not be used any longer. The general costs of new housing are too great for the average person to assume which necessitates the planning of low-cost houses. This program, if proved successful, will offer concrete evidence that adequate housing can be accomplished and made available for the majority of the people.

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